

Miss Juliane Heyman

August 7, 1959

Lloyd D. Musolf

Reference books on universities in different countries

Dale Rose and I saw Mr. Ton That Trach of the Fonction Publique on Friday, August 7. He is very engrossed in a project of devising a pay-scale according to the amount of education held by the civil servants. In the course of this he is anxious to find out what the prestige or the value of degrees is, ranging from the Bachelors to the Ph.D.

Dale Rose referred the question to me assuming I might have some familiarity with compilations giving university degrees and their meanings. I do recall one or two compilations listing universities throughout the world and telling something about the courses of study leading to various degrees. Do we have anything of this kind in our library? If not, is there any library nearby which might have such information? I would suggest you talk to Dale Rose about any discoveries you make, and I will be available for consultation too.

LDM:je

MEMORANDUM FOR THE RECORD

Ralph H. Smuckler

August 7, 1959

Lloyd D. Musolf

Conversation with Ton That Trach on Friday, August 7

Dale Rose, his assistant Vu Van Hoc, and I went to see Mr. Trach at 10:00 Friday. The conference did not get much beyond the stage of amenities. Dale and I both pressed Trach to list for us any problems beyond the one that presently occupies his intention, namely, the pay-scale problem. He indicated that when this problem was settled he might have others but he was extremely reluctant to discuss anything except facets of the pay-scale problem. The facet that he was almost exclusively concerned with was this: how to evaluate the degrees granted by various universities throughout the world. He wants Dale to find out how a British Bachelors' compares with a French Masters'. I cite this as an example of how extremely specific his concern is. When I saw that he was not going to go beyond this very specific question I began asking him to explain certain aspects of the personnel system in the hope that in explaining these aspects he would himself mention certain problems. In this I was unsuccessful although I must admit I learned something about the system.

Dale and I pressed Trach on the possibility of future meetings with him but he would not commit himself to any substantial degree. He reminded Dale that a liaison man had been set up for him and encouraged Dale to see him. The most we could get out of Trach was that when, in the course of time, further topics arose he would be amenable to another meeting.

Dale's hope is that in working with Dai he can keep pushing further into the jungle of personnel problems. He envisages Dai consulting with Trach frequently about specific questions that arise, and that one thing will lead to another and the field of inquiry can be broadened. I suspect that at this time this is about all that Dale can do. My own course of action will be to prod Dale from time to time about progress he is making and to make a point of being in on conferences with Trach that do come about.

Mr. Thomas Luche, Director's Office, USOM

September 16, 1959

Mr. Dale L. Rose, Public Administration Division, MSUG

Ranking of VN Civil Servants.

Enclosed are two charts pertaining to the ranking of civil servants in Vietnam. The first consists of the classes of various cadres arranged according to equivalence of salary index numbers. Note that all classes on a particular line are not necessarily at identical levels. This chart includes all the national cadres except Doc su plus the specialized cadres of physicians, engineers and information editor<sup>s</sup>.

The second chart shows the job titles usually found in the departmental organizations. These include only general administrative type jobs, as distinguished from specialised and technical, and are based upon our general knowledge of departmental organization. In the first two columns opposite these job titles are shown the classes of civil servants usually appointed to these jobs together with their qualification requirements taken from the administrative cadre statutes. In the next two columns are the classes and qualifications requirements which may be substituted for the former.

We have requested a copy of the Doc su cadre statute and as soon as we receive it these charts will be revised to include comparable information from it, thus making them complete for all national cadres with representative samples of specialized cadres.

Dr. Lloyd Musolf

February 19, 1960

Dale Rose

Status of the Civil Service Project

1. The Civil Service Agency has prepared a draft of a revision of the basic statute for the Civil Service System. The most significant points of the draft are:

- a. Include all employees in a career system and eliminate its present large number of temporary employees.
- b. Revise the salary system so as to simplify the present complicated system of allowances.
- c. Establish a committee for ~~establishing~~ <sup>setting up</sup> a position classification system.

This draft was prepared by the deputy director and is now being discussed by the staff in the Civil Service Agency.

2. The Budget Agency has made preparations for conducting a personnel survey or inventory. It will be submitted to the Civil Service Agency the first of next week for consideration. The Budget Agency is expecting that the results of this survey will exert pressure on the Civil Service Agency to get busy on some reforms.

3. I have submitted some proposals for reform to the Civil Service Agency with objectives identical to those of the draft decree, but with different and more simple methods of achieving them.

4. I am to get the reaction to my proposals and the discussions on the draft decree as well as meet with the Budget and Civil Service Agencies the first of next week. Trying to second guess what will develop is even more difficult now than in the past. We have had much lip service but little action. However, there are two new aspects to the situation at this time.

- a. The Civil Service Agency has for the first time put something in writing on a proposed action of substantial importance.
- b. The Budget Agency wants to pressure the Civil Service Agency into some action at this time.

## MICHIGAN STATE UNIVERSITY

VIETNAM ADVISORY GROUP

## OFFICE MEMORANDUM

TO : Lloyd D. Musolf, Chief Advisor

DATE: June 27, 1960

FROM : Dale Roser

SUBJECT: Material for Eleventh Semi-Annual Report

Civil Service Project

(1) At the beginning of the year there was considerable optimism that the civil service project would gain momentum and show some long-awaited tangible results. Discussions were initiated on improvement of organization and methods in the Civil Service Agency itself and for expanding these activities throughout the other agencies of the government. Initial drafts of statutory legislation were prepared with the intention that they would be submitted to the National Assembly. Such proposed legislation would provide a basis for modernizing the Civil Service system.

(2) In spite of the preliminary discussions on these matters, nothing concrete has been accomplished ~~or done~~ during the past six months. At the request of the Civil Service Agency work on organization and methods was discontinued because it was believed that statutory changes would be forthcoming which would require substantial changes within the Agency. It was thought best, therefore, that these activities should be delayed until such time as they could be developed appropriately for the statutory changes. Unfortunately,

~~on unresolved  
the question  
in this and other~~ The matter of draft legislation came up for discussion at the Presidency and the position as to whether statutory changes should be made by legislative action or by ordinance has wavered back and forth. It is ~~the~~ delayed action still unresolved. As a result, nothing has been accomplished in any of the substantive areas of the Civil Service system. The usefulness of the ~~personnel consultant~~ has also been impaired by the Civil Service Agency's habit of Even though officials of the Civil Service Agency indicate that they are considering some major changes in the Civil Service system, they do not see fit to discuss them in the advance plan stages. The past pattern has been for the Agency to develop changes and "after the fact" ask for comment, rather than working them out ~~long~~ with the personnel technician.

The personnel census project was instigated by the Budget Agency and while it was perfunctorily coordinated with the Civil Service Agency the latter took no active interest in its development until plans for the project were virtually completed. Then in reviewing the proposed projects, the Civil Service Agency wanted many changes, mostly additions, in the content

(3) During the present reporting period, ~~further~~ groundwork was laid for a survey of ~~the~~ personnel employed by the Government of Vietnam. The initiative in the personnel census project

came from the General Director of Budget and Foreign Aid. Suggestions submitted by the Civil Service Agency well after the drafting of the original questionnaire necessitated

-2-

of the questionnaire form and the material to be coded and tabulated. It began to appear that the volume of data was becoming so great that the project would become unmanageable. This necessitated a long series of conferences with Budget and Civil Service Agency personnel, together with USOM and MSUG technicians, for reviewing and evaluating all phases of the project, at about the time it was hoped that it could be under way. A complete review and evaluation of the content and design of the questionnaire forms, the data to be coded and tabulated, and the revision of the codes was made. At the close of the period, agreement had been reached on more concise data and a workable project. All important points were agreed upon but some revision of codes remains to be completed.

*before departure*  
5 The two participants from the civil service agency did not leave for training in the U.S. ~~as anticipated~~; first, because they asked for delay in order that they could better prepare themselves; and second, it was decided that they should participate in the ICA/W personnel administration training course which begins in September. Also, it was decided that these two participants should be transferred to the USOM program in order to conserve on the available MSUG participant training program man-months for Ph.D. trainees. Although these participants have been transferred to the USOM program, MSUG is assisting in their orientation prior to departure.

Looking back over the activities of the past six months in terms of expectations in the beginning of the period and in terms of the longer period during which MSUG has been working with the Civil Service Agency, the past pattern of planning and discussion without firm decisions followed by action seems to be continued. Looking to the future, the personnel census should now get under way as soon as the materials can be printed, probably August or early September. Advice and assistance will be continued on this project.

4 Advice and assistance will be given on the development of the In-Service Training Seminar (see section on In-Service Training) to be given for personnel technicians of the various agencies in the government in July. A part of this Seminar will be devoted to the personnel census project in order to train the personnel technicians for conducting the census.

In view of the lack of any positive, constructive action on the project by the Civil Service Agency and the past patterns of this Agency in seeking "after the fact" comment rather than advice and assistance in the planning stages, MSUG proposes withdrawing from this project when the presently-active activities are completed, which should be before the end of the year.

cc: Dr. Joy

Treasury Project

The Treasury Project continued inactive throughout the reporting period except for receipt of a copy of some comments submitted by the Treasury to the Secretary of State for Finance. Neither these comments nor contacts with ~~concerned officials~~ <sup>The</sup> ~~involved indicate~~ show any indication of any desire for further assistance in the foreseeable future. This project is therefore considered closed.

J J  
MICHIGAN STATE UNIVERSITY

VIETNAM ADVISORY GROUP

## OFFICE MEMORANDUM

TO : *Lloyd*  
FROM : *Dale*

DATE :

SUBJECT : *Paper of Personnel Census*

Not sure now that this should be brought up.  
Have unconfirmed report the form has gone back  
to Civil Service and is ready to go.

Will try to find out about their letter this  
morning. Sounds to me as though he may not  
have sent it.

MICHIGAN STATE UNIVERSITY  
VIETNAM ADVISORY GROUP  
OFFICE MEMORANDUM

TO : Lloyd Musolf, Chief Advisor  
FROM : Dale Rose  
SUBJECT: Personnel Census

DATE: July 22, 1960

The effectiveness of any government hinges on the quality and support of its employees. The scope and complexity of modern-day government requires large staffs of employees. As a result, it becomes a many-handed management with a great number of employees. The Civil Service Agency of the government is charged with the responsibility of serving management by providing a competent and effective staff and at the same time with the responsibility of assuring fair and equitable treatment for all employees of the government. It acts as an intermediary between management and staff and must have the good will and confidence of both in order to be effective in its administration of the Civil Service system.

One of the responsibilities of the Civil Service Agency is to enlist the good will and support of the employees. It does this by providing a fair and equal treatment for all and by protecting their interests. In this capacity and through these policies it earns the loyalty of the employees which in smaller regimes of former times was obtained by the personal relationship between the head of government and his employees. In pursuing its activities, therefore, the Civil Service Agency should avoid those activities which will alienate the confidence of the employees, for it is the agency which symbolizes security and fair treatment for them.

Every government must protect itself against subversive elements in its ranks. It should try first to avoid their entry into government service, and second to eliminate those who have succeeded in entering government service or have become disloyal after entering it. This is not an easy task, because it consists of probing into the opinions and activities of the various employees. It requires close scrutiny and considerable investigation. The result is that employees tend to feel suspected of being disloyal with consequent damage to morale and effectiveness.

*not directly related to personnel administration per se*

Great care should be exercised in determining the agency to carry out these activities. They should be performed as inconspicuously as possible and all information obtained should be carefully analyzed and evaluated by trained and competent personnel in this field in order

to avoid unfair treatment of employees. Decisions based on inadequate and unevaluated information which are unfair to competent and faithful employees not only result in the loss of the service of the employee in question, but they undermine the morale of other employees, make them less productive and they lose confidence in their government. The government in turn suffers loss in the effectiveness of its operations.

However convenient it may be administratively to seek information about personal and political activities of employees through the Civil Service Agency, to use that Agency for conducting investigations places it at a disadvantage in carrying out its personnel administration activities. It will loose the support and confidence of the employees and hence will be less effective in serving management.

One of the objectives of the forthcoming personnel census is the establishment of some basic records for effective personnel administration. This will require the whole-hearted cooperation of the employees. To inject personal and political questions into the questionnaire will impair the cooperation of the employees. The particularly unfortunate part of this is that the questions which will impair cooperation will, in all probability, produce unreliable information; certainly subversive elements will not hesitate to give false answers to keep themselves from coming under suspicion. Any possible benefits which may accrue as a result of including personal and political questions may be more than offset by a general deterioration in esprit de corps and loss of effectiveness of the employees. The government may actually defeat its own purpose by this course of action.

Even though it may be determined absolutely necessary to use the means of requiring employees to answer a series of these questions, this should not be done at the same time as the Civil Service Agency is asking for basic data which it needs for its operations. Although damaging to employee morale at any time, it will be less damaging at another time when it will not be interpreted by the employees as part and parcel of the Civil Service Agency personnel administration. Furthermore, so much basic data is needed at this time that the inclusion of more questions will in itself deter the cooperation of the employee.

The placing of the responsibility and the onus for investigative work in another agency will leave the Civil Service Agency free to carry out its personnel administration activities in such a manner whereby it can obtain the needed loyalty and confidence of the employees.

## MICHIGAN STATE UNIVERSITY

VIETNAM ADVISORY GROUP

## OFFICE MEMORANDUM

TO : Dr. Musolf

DATE : September 17, 1960

FROM : Dale Rose *DR*

SUBJECT: Material for the USOM-MSUG Report

After talking to Jack Murtha on the telephone last evening, I concluded that the nature of the report is more a publicity type of document of what has been done rather than a report in depth of activities.

Suggested material on civil service:

"Technical assistance has been provided the Directorate General of Civil Service on a project for the improvement of the public service. Advice and assistance was given on preparations for making a survey of all government jobs and the employees filling them, including a pilot survey in one of the agencies, as well as on preliminary planning for some basic changes in the civil service system as a whole."

Mr. William A. Parker, USOM

December 5, 1960

Mr. Dale L. Rose, MSUG

Extracts of Cadre Statutes.

Here are the extracts from the Cadre Statutes that I mentioned the other day.

Except for the first group, which includes the National Administrative Cadres better described as Inter-departmental, they are sorted by agency.

All show Titles, Classes and Index Numbers. Job assignments when specified and qualifications requirements are included, but were picked up for specific purposes and are not necessarily complete as to all details.

In addition a few show "Usual Job Assignment" and allowances for such assignments. These were prepared for a special purpose and since they contain all the information contained in the others, we did not retype them to conform to the same pattern.

If you would like any more information about these, give me a call.

Attachments.

## MICHIGAN STATE UNIVERSITY

VIETNAM ADVISORY GROUP

## OFFICE MEMORANDUM

TO: Dr. Lloyd Musolf, Chief Advisor

DATE: December 22, 1960

FROM: Dale L. Rose, Personnel Administration Specialist

SUBJECT: Material for the Twelfth Semi-annual Report

This report period marks the phasing out of the personnel administration consulting activities. On the subject of major reforms in the civil service system discussed in the last report, the Vietnamese Government ~~is still talking~~ <sup>took</sup> about proposing legislation, but is taking no ~~firm~~ concrete steps for preparing ~~proposed legislation during the report period.~~ and submitting ~~it~~. This seems to be due, at least in part, to indecision as to the exact nature of reforms it wishes to propose and probably to a greater extent to an unwillingness to place the matter before the National Assembly.

~~A hopeful note, however, is the slow change in attitude of Government officials toward personnel administration. Not too long ago, although there was a desire for improvement in the civil service system, there was great reluctance to consider any change in the present system. However, very increasingly, officials now realize the necessity for modernization of the system along position classification lines.~~ <sup>mainly, although there has always been a desire for improvement in the civil service system, there has also been a reluctance to consider any change in the present system. However, very increasingly, officials now realize the necessity for modernization of the system along position classification lines.</sup> ~~modernization of it. While only a very few years ago any concepts of position classification system were considered out of the question, the pendulum has now swung the other way and there is much thought being given to adopting such a system.~~ <sup>This sentiment was apparent at a</sup> ~~This sentiment was apparent at a~~

~~The personnel administration specialist assisted and advised in the preparations for the personnel officers' training conference (see In-Service Training Section) held in July, which was the first time such a conference~~ <sup>This</sup> ~~the first of its kind~~ <sup>it</sup> ~~was ever held in Vietnam, and which turned out to be a highly successful one.~~

The participants in this conference were the officials responsible for

personnel administration in the various agencies of the Government. ~~One of the~~ <sup>The personnel</sup> ~~administration specialist advised in preparation for the conference~~ ~~most significant aspects of this conference was the reflection of the growing~~  
~~desire for modernization of the civil service system and the change in~~  
~~attitude toward personnel administration referred to above.~~

All of the preparatory work for the taking of the personnel census was ~~the report~~ <sup>were</sup> completed during ~~this period~~ and the necessary forms have been printed.

Considerable assistance was provided in the development of codes and of the plans for processing the data obtained. Actual implementation now awaits only the go-ahead signal from the officials responsible for carrying it out. This has been delayed in part because of more urgent duties during the last two months as an aftermath of the attempted coup d'etat early in November.

Partly in order to take advantage of the opportunity to obtain necessary data in connection with the personnel census, but largely because of the Government's reluctance to propose revisions to the civil service statutes, proposals were made to the Government for modernizing the civil service system within the framework of the existing statutes. These proposals call for using the data obtained in the census to identify and prepare a schedule of all positions in the Government. These positions will be classified into occupational groups and into position levels within these groups insofar as there are existing statutory standards for doing so.

Also completed during this period was the sample study performed in the Directorate General of Budget and Foreign Aid in which the proposals outlined above were carried out on a trial basis. A schedule of positions in that agency was prepared and an analysis made of the ~~statutes of the personnel~~ <sup>statutes</sup> vis-a-vis the positions ~~which they are filling~~.

The proposals discussed above do not embody a full and complete position classification system. In the first place there is no enabling legislation which would permit the adoption of such a system, but more important is the fact that Vietnam is not ready for such a system at the present time. In fact, the personnel administration specialist has advised against its immediate adoption because, first, it would be too drastic a step ~~in the climate of~~ <sup>given the limited</sup> ~~understanding of its concepts throughout the Government;~~ thinking at the present time, for although leaders in personnel administration are now in favor of it, the vast majority in the Government do not understand even its concepts well enough, to say nothing of the techniques of such a system. second, there is not yet <sup>a</sup> sufficient division of labor for establishing an effective position classification system, some organization and methods work should be accomplished first; and third, and probably more important, than the others, there are not enough qualified technicians in Vietnam to install a position classification system properly, yet their present thinking is to do so without bringing in competent technicians.

The proposals for a modified position classification system were made in such a way that it can be used as a tool of management within the framework of existing statutes, <sup>By this process,</sup> from which many of the advantages of position classification can be utilized and from which Vietnamese personnel technicians and administrators can learn the advantages and techniques of such a system. All plans for these proposals have been presented to the concerned officials and <sup>who</sup> they have indicated informally that they intend to adopt them, <sup>it must be said that</sup> though implementing orders have not yet been prepared, as yet.

A comprehensive report on the scope and nature of the Vietnamese civil service system, the first such report ever written, has been prepared from the data and information gathered by the personnel administration specialist during his tour of duty in Vietnam. This report does not go into detailed operations or make any critical analysis or evaluation of the system; rather ~~its objective is~~ <sup>a factual</sup> it was designed to present an objective explanation of the various aspects of the system together with a discussion of the more important problem areas in administering it, for the benefit of those who want a broad understanding of its ~~nature~~ and how it operates. The report will be mimeographed and translated into Vietnamese early next year.

No "Look Ahead" for me!!!

Boeing  
Tech Comm  
Visit to Hanlon - Da Nang

Dr. Guy Fox, Chief, Public Adm. Div.

December 29, 1960

Dale L. Rose, Consultant

Monthly Highlight Report for December

1. Problems

Officials <sup>responsible</sup> for carrying out the Personnel Census are too busy on other higher-priority activities at the present time to get this project under way.

2. Accomplishments

December marks the phasing out of personnel administration consulting activities in MSUG. The finishing touches were placed on several projects during the past few months. All preparations for the taking of the Personnel Census have been completed, as well as the sample study in the Directorate General of Budget and Foreign Aid. An analysis of the sample study data and a schedule of positions have been submitted to the officials concerned. Proposals have been rounded out through which the government can classify all positions into at least broad groups, and prepare a schedule of all positions in the government in connection with the personnel census. A comprehensive report, ~~explaining the nature of~~ the Vietnamese Civil Service System, has been completed.

3. Activities of Host Government

None.

cc: Dr. Musolf ✓